

## Message Text

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ACTION EUR-25

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TAGS: CVIS UR CASC CGEN US PFOR PINT SREF

SUBJ: USG REPRESENTATION LIST 16 - STATUS REPORT

REF: MOSCOW 8098

1. SUMMARY: WHILE PERCENTAGE OF CASES ON USG REPRESENTATION LIST 16 RESOLVED IN FOUR MONTHS SINCE ORIGINAL SUBMISSION OF LIST IS SLIGHTLY HIGHER THAN COMPARABLE FIGURE FOR REPRESENTATION LIST 15, PROGRESS REMAINS AGONIZINGLY SLOW AND EXTREMELY UNEVEN. NUMBER OF CASES RESOLVED IN ARMENIA (17 OF 32 EQUALS 53 PERCENT) CONTRASTS SHARPLY WITH DISMAL SHOWING IN BALTIC REPUBLICS (2 OF 40 EQUALS 5 PERCENT). DESPITE RECENT CONCENTRATION OF EMBASSY ATTENTION ON LONG-STANDING CASES OF AMERICAN CITIZEN REPATRIATION, ONLY TWO OF TWELVE HAVE BEEN RESOLVED, WHILE EIGHT HAVE BEEN FORMALLY RE-REFUSED. LIKEWISE, NO MARKED IMPROVEMENT IN DIVIDED-SPOUSE AND OTHER HARDSHIP CASES HAS OCCURRED. EMBASSY HAS SO FAR NOTED NO EVIDENCE THAT RECENT SUMMIT, EXPECTED BY MANY HOPEFUL FAMILIES TO PRODUCE

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BREAKTHROUGH IN THEIR CASES, HAS IN FACT SIGNIFICANTLY ALTERED

SOVIET ATTITUDES TOWARD THIS SPECIAL US-INTEREST ISSUE.  
END SUMMARY.

2. FOUR MONTHS SINCE PRESENTATION OF USG REPLIST 16 (MOSCOW 4731) HAVE YIELDED POSITIVE RESULTS IN 61 OF 274 CASES ON LIST (22 PERCENT). THIS MARGINAL IMPROVEMENT OVER RATE FOR REPLIST 15, FROMWHICH 38 OF 221 (17 PERCENT) HAD BEEN RESOLVED FOUR MONTHS AFTER LIST'S PRESENTATION (MOSCOW 12143 OF OCT 3, 1973) IS PRINCIPALLY DUE TO ENCOURAGING SIGNS IN ARMENIA, WHERE 53 PERCENT REPLIST RATE IS MIRRORED BY LARGE NUMBER OF SUCCESSFUL FIRST-TIME APPLICANTS. IN THE UKRAINE, WHERE FIRST-TIME APPLICANTS, PARTICULARLY IN WESTERN-BORDER REGIONS, HAVE ALSO BEEN COMPARATIVELY SUCCESSFUL, 31 OF 142 REPLIST 16 CASES HAVE RECEIVED EXIT PERMISSION (22 PERCENT). REGIONAL PATTERN EMERGING FROM THESE FIGURES SHOWS UKRAINE SETTING NORM IN RESPONSIVENESS FOR ENTIRE USSR (22 PERCENT) AND ARMENIA WITH MODERATE RSFSR INCREMENT (9 OF 30, 30 PERCENT). PROVIDING VIRTUALLY ALL ADDITIONAL CASE-SOLUTIONS.

3. BY CONTRAST, BALTIC REPUBLICS, WHERE REST OF REPLIST CASES ARE PRIMARILY CONCENTRATED, CONTINUE TO EXEMPLIFY THE STONEWALL. OF 40 CASES, ONLY TWO (IN LATVIA) HAVE BEEN EVEN PARTIALLY RESOLVED: IN ONE OF THESE, SOPHIE VALD (MOSCOW 9264) DROPPED LONG-STANDING APPLICATION TO US AND WAS SHORTLY GRANTED PERMISSION TO EMIGRATE TO ISRAEL WHILE IN THE OTHER, 77-YEAR OLD HAGHOUHI TSADOURIAN (MOSCOW 11782) RECEIVED PERMISSION TO EMIGRATE TO HER US CITIZEN DAUGHTER BUT WAS FORCED TO LEAVE HER SON AND HIS FAMILY (REFUSED) BEHIND. THIS NEGLIGIBLE RESPONSE PLUS A FLAT ZERO IN OTHER BALTIC REPUBLICS POINTS TO SYSTEMATIC REJECTION OF US CASES IN AREA WHERE ISRAELI AND FRG FAMILY-REUNIFICATION EFFORTS ARE REPORTEDLY FAR MORE SUCCESSFUL.

4. RECENT EMBASSY EFFORTS FOCUSING ON 35 (39 INDIVIDUALS LISTED) AMERICAN CITIZEN REPATRIATION AND "SPECIAL HARD-SHIP" FAMILY REUNIFICATION CASES HAVE BEEN ANSWERED BY SUCCESS-RATION OF 23 PERCENT (8 CASES RESOLVED), ONLY FRACTIONALLY HIGHER THAN FOR REPLIST 16 AS A WHOLE. THE THREE LISTS OF CASES PRESENTED ON MARCH 14, MAY 8 AND JULY 17 (THE LIMITED OFFICIAL USE

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FORMER AND LATTER PERSONALLY HANDED TO HIGH-RANKING MFA OFFICIALS BY THE AMBASSADOR -- MOSCOW 10185 AND MOSCOW 11097) OVERLAPPED CONSIDERABLY: FOR EXAMPLE, ALL TEN STILL-UNRESOLVED AMERICAN CITIZEN CASES ON THE MARCH 14 LIST WERE AGAIN CITED ON THE JULY 17 LIST, AND FOUR OF THESE APPEARED ON THE MAY 8 LIST AS WELL, WHILE ALL BUT THREE UNRESOLVED CASES FROM THE MAY 8 LIST WERE REPEATED IN THE JULY 17 REPRESENTATION. OVERALL RESPONSE

IN AMERICAN CITIZEN CASES (2 OF 12 RESOLVED, NONE IN PAST TWO MONTHS) AND DIVIDED-SPOUSE CASES (2 OF 5 RESOLVED) HAS BEEN TOO MINIMAL TO INDICATE ANY INCREASED EFFECT ON LISTS ON SOVIET DECISION-MAKING IN THIS CRUCIAL HUMANITARIAN AREA.

5. AIRGRAM RE DEVELOPMENTS SPECIFIC CASES FOLLOWS.

6. COMMENT: VIEWED FROM PERSPECTIVE OF FOUR-MONTHS AFTER PRESENTATION OF LIST AND ONE MONTH AFTER SUMMIT, PROGRESS ON THESE CASES IS EXPECIALLY DISAPPOINTNG. IT IS NOTEWORTHY THAT WHILE THE EMBASSY RECEIVED NUMEROUS LETTERS FROM APPLICANTS DESIRING "PRESIDENT'S INTERVENTION" IN THEIR CASES, SOVIETS CHOSE SECOND DAY OF TALKS TO DELIVER OVERWHELMINGLY NEGATIVE RESPONSES TO THE EMBASSY'S SPECIAL-INTEREST REPRESENTATIONS (MOSCOW 10815). IN WHAT BY NOW MUST APPEAR TO SOVIETS AS CASES OF PRIMARY IMPORTANCE TO EMBASSY, A LESS THAN 1/4 RESPONSE STANDS AS REMINDER THAT EVEN WITH WARM ATMOSPHERE SURROUNDING SUMMIT, THERE IS LITTLE GIVE ON THE EMIGRATION-TO-US ISSUE.  
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